

# CHESTERFIELD TOWNSHIP

Preliminary Redevelopment Need Investigation  
Block 103 Lot 22; Block 104 Lots 2, 3, 4, 5; Block  
105 Lots 1, 2.01; Block 600 Lots 15, 16.02 and  
p/o 14.03; Block 300 Lot 12; Block 301 Lot 10

September 2022

Recommended to Township Committee by the Planning Board after  
a public hearing on September 20, 2022, and memorialized by  
resolution on October 19, 2022.

Redevelopment Area Designation by Township Committee on  
September 22, 2022 in accordance with Resolution 2022-9-13.

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Redevelopment Study Area Map 1

Redevelopment Study Area Map 2

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## I. Introduction

The Township of Chesterfield seeks to determine whether the twelve properties that are the subject of this investigation, located in three distinct areas of the Township, meet the statutory requirements for designation as a Non-condemnation Area in Need of Redevelopment pursuant to the Local Redevelopment and Housing Law (N.J.S.A. 40A:12A). By resolution 2020-6-11 on June 25, 2020 Township Committee authorized the Planning Board to undertake an investigation to determine whether the identified parcels may be designated as a “non-condemnation” area in need of redevelopment and to hold a public hearing as required by N.J.S.A. 40A:12A-6.

The Township undertook this redevelopment planning initiative after observing that many of the study area properties are either vacant or underutilized, and that these conditions have persisted for several years. Though the buildings and improvements on the properties may no longer be utilized for the purposes for which they were initially constructed, the Township Committee believes that there are opportunities to repurpose or redevelop the buildings and/or other improvements in a manner that would benefit the community and advance the public welfare; and that the redevelopment planning process is a means to highlight and shape such opportunities. The benefits of the redevelopment area designation include greater ability to encourage adaptive reuse of structures, ability to establish design controls to apply to new development, and the potential for a Payment in Lieu of Taxes (PILOT) incentive for redevelopers. Since most of the land in Chesterfield has been or will be either preserved for agricultural use or developed in the receiving area as part of the Transfer of Development Rights planning effort, there are limited locations where redevelopment may be appropriate and feasible. The lots that are part of this investigation are in areas where there is opportunity to encourage creative redevelopment and infill that will support the Township’s overall goals.

In order to determine whether the study area properties satisfy the statutory criteria for designation as a “non-condemnation area in need of redevelopment” the Planning Board must conduct an investigation. The preliminary redevelopment need investigation considers the physical, environmental, economic, and social conditions in the study area. Information about current and past uses of the properties, site conditions, site configuration, relationship to surrounding properties, code violations, existing zoning, previous attempts to develop, impediments to development, and environmental concerns are considered to inform the analysis. After evaluating the applicability of statutory redevelopment criteria to the study area properties, and after a public hearing, the Planning Board makes a recommendation to the governing body as to whether the area should be designated as a non-condemnation redevelopment area. The properties that are the subject of this investigation are highlighted on the maps at the end of this document.

The redevelopment planning process allows the Township to take a proactive approach to supporting contextually appropriate development and high-quality design, by identifying opportunities that may otherwise be overlooked in the private market and by working with property owners and redevelopers to create mutually beneficial development opportunities and

outcomes. The Township aims to utilize the tools provided in the Local Redevelopment and Housing Law (LRHL) to enhance opportunities for adaptive reuse, revitalization, and redevelopment that support the Township's land use planning goals, enhance the character of the Villages, and ensure that the Township is ready for change if it comes. If the redevelopment area is designated, the subsequent preparation of a redevelopment plan will empower the Township to establish new zoning parameters that reconsider the status quo and ensure that the plan sets the stage for the type of development that the Township wants to facilitate. The purpose of the redevelopment area designation is not to upend the existing development pattern and uses. Rather, the redevelopment designation is intended to provide the opportunity for coordinated improvement, unified design and integration of uses.

## II. Redevelopment Planning Overview

The Local Redevelopment and Housing Law (LRHL) at N.J.S.A. 40A:12A-1 et seq. governs local redevelopment and rehabilitation activities in New Jersey. The LRHL provides a legal mechanism that may be utilized by public bodies in their efforts to arrest and reverse negative, blighting influences that may be taking a toll on the community, and to encourage revitalization. A redevelopment area designation requires a showing that the area meets the criteria set forth in the statute. Additionally, if condemnation is contemplated, a finding of "blight" is necessary. In the *Gallenthin Realty Development, Inc. v. Borough of Paulsboro* decision in 2007, the Court held that "blight" means deterioration or stagnation that negatively affects surrounding areas. **The redevelopment designation of the twelve lots included in this investigation would be as a non-condemnation redevelopment area.**

The LRHL requires a multi-step process that must be followed to designate a redevelopment area, adopt a redevelopment plan, and effectuate the redevelopment. An overview of these steps is as follows:

1. The governing body (Township Committee) directs the Planning Board to undertake a preliminary investigation to determine whether the identified area is in need of redevelopment. This is done by a resolution that identifies the area by block and lots and describes the general location of the area.
2. The Planning Board is charged with conducting a preliminary investigation and holding a public hearing, and then making a recommendation as to whether the study area is in need of redevelopment. The Planning Board and designated staff will:
  - Prepare a map showing the boundaries of the redevelopment study area.
  - Prepare a report explaining the basis for the investigation and analyzing the conditions in the study area.



- Prior to the Planning Board’s public hearing to consider the report, provide notice to the Township’s official newspaper for two consecutive weeks and provide notice by mail to all persons owning property within the study area.
  - Conduct a public hearing to present the findings and to hear testimony from all persons who are interested in or who may be affected by a determination that the area is a redevelopment area. All objections shall be made part of the public record and considered.
  - After completing the hearing, the planning board will recommend that the delineated area, or any part thereof, be determined or not determined by the governing body to be an area in need of redevelopment.
3. Based on the Planning Board’s recommendation, the governing body may adopt a resolution determining that the delineated study area, or any part thereof is a “non-condemnation area in need of redevelopment”. Upon adoption, the Township Clerk will send a certified copy of the resolution along with the preliminary investigation to the Commissioner of the Department of Community Affairs for review as required by the statute.
  4. The Township Committee may prepare, or direct the Planning Board to prepare, a Redevelopment Plan for the Redevelopment Area. The Redevelopment Plan must contain an “outline for the planning, development, redevelopment or rehabilitation of the project area” sufficient to cover the items set forth in the Local Redevelopment and Housing Law (N.J.S.A. 40A:12A-7). The requirements include:
    - a. Relationship to local objectives
    - b. Proposed land uses and building requirements
    - c. Identification of any land to be acquired
    - d. Relationship to Master Plans of adjacent towns, County, and State Plan
    - e. Housing Provisions (if applicable)
    - f. Relationship to municipal Master Plan
    - g. Relationship to Township’s land development regulations (supersede existing or optional overlay)
  5. The Township Committee adopts the Redevelopment Plan by ordinance in accordance with the requirements of the law. The redevelopment plan is referred to the Planning Board for review and recommendation by resolution (in accordance with N.J.S.A. 40A:12A-7(e)). The redevelopment plan may include permitted uses, area and dimensional requirements, recommendations for site design and standards, and an illustrative plan.

6. The Township Committee, as the redevelopment entity, oversees implementation of the Redevelopment Plan. Redevelopment projects must be carried out in accordance with the Redevelopment Plan.
7. The Township Committee, as the redevelopment entity, selects redevelopers to undertake the redevelopment project(s) to implement the plan and may enter into redevelopment agreements to spell out responsibilities and expectations.
8. Site Plans for properties in the redevelopment area are reviewed by the Planning Board as they normally are in accordance with the Redevelopment Plan, Township Code and Municipal Land Use Law.

### III. Redevelopment Criteria

In order to designate an “Area in Need of Redevelopment”, the governing body must find that within the delineated area, any of the following conditions is found (in accordance with N.J.S.A 40A:12A-5):

- a. The generality of buildings are substandard, unsafe, unsanitary, dilapidated, or obsolescent, or possess any of such characteristics, or are so lacking in light, air, or space, as to be conducive to unwholesome living or working conditions.
- b. The discontinuance of the use of a building or buildings previously used for commercial, retail, shopping malls or plazas, office parks, manufacturing, or industrial purposes; the abandonment of such building or buildings; significant vacancies of such building or buildings for at least two consecutive years; or the same being allowed to fall into so great a state of disrepair as to be untenable.
- c. Land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity, or unimproved vacant land that has remained so for a period of ten years prior to adoption of the resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of private capital.
- d. Areas with buildings or improvements which, by reason of dilapidation, obsolescence, overcrowding, faulty arrangement or design, lack of ventilation, light and sanitary facilities, excessive land coverage, deleterious land use or obsolete layout, or any combination of these or other factors, are detrimental to the safety, health, morals, or welfare of the community.
- e. A growing lack or total lack of proper utilization of areas caused by the condition of the title, diverse ownership of the real properties therein or other similar conditions which

impede land assemblage or discourage the undertaking of improvements, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to and serving the public health, safety and welfare, which condition is presumed to be having a negative social or economic impact or otherwise being detrimental to the safety, health, morals, or welfare of the surrounding area or the community in general.

- f. Areas, in excess of five contiguous acres, whereon buildings or improvements have been destroyed, consumed by fire, demolished or altered by the action of storm, fire, cyclone, tornado, earthquake or other casualty in such a way that the aggregate assessed value of the area has been materially depreciated.
- g. In any municipality in which an enterprise zone has been designated pursuant to the "New Jersey Urban Enterprise Zones Act," P.L.1983, c.303 (C.52:27H-60 et seq.) the execution of the actions prescribed in that act for the adoption by the municipality and approval by the New Jersey Urban Enterprise Zone Authority of the zone development plan for the area of the enterprise zone shall be considered sufficient for the determination that the area is in need of redevelopment pursuant to sections 5 and 6 of P.L.1992, c.79 (C.40A:12A-5 and 40A:12A-6) for the purpose of granting tax exemptions within the enterprise zone district pursuant to the provisions of P.L.1991, c.431 (C.40A:20-1 et seq.) or the adoption of a tax abatement and exemption ordinance pursuant to the provisions of P.L.1991, c.441 (C.40A:21-1 et seq.). The municipality shall not utilize any other redevelopment powers within the urban enterprise zone unless the municipal governing body and planning board have also taken the actions and fulfilled the requirements prescribed in P.L.1992, c.79 (C.40A:12A-1 et al.) for determining that the area is in need of redevelopment or an area in need of rehabilitation and the municipal governing body has adopted a redevelopment plan ordinance including the area of the enterprise zone.
- h. The designation of the delineated area is consistent with smart growth planning principles adopted pursuant to law or regulation.

Further, the Local Redevelopment and Housing Law defines "redevelopment area" or "area in need of redevelopment" as follows (N.J.S.A. 40A:12A-3). This definition enables the inclusion of properties that are essential for the effective redevelopment of the area as a whole.

"an area determined to be in need of redevelopment pursuant to sections 5 and 6 of P.L.1992, c.79 (C.40A:12A-5 and 40A:12A-6) or determined here to be a "blighted area" pursuant to P.L. 1949, c.187 (C.40:55-21.1 et seq.) repealed by this act, both determinations as made pursuant to the authority of Article VII, Section III, paragraph 1 of the Constitution. A redevelopment area may include lands, buildings, or improvements which themselves are not detrimental to the public health, safety, and welfare, but the inclusion of which is found necessary, with or without change in their condition, for the effective redevelopment of the area of which they are a part."

#### IV. Rehabilitation Area Criteria

In addition to the redevelopment area criteria above, the governing body and the planning board may consider the applicability of the criteria for designation of an “area in need of rehabilitation”. The rehabilitation area designation enables the use of the same planning tools that are available in a non-condemnation redevelopment area, but the length and type of financial agreements that may be established between the redeveloper and municipality are more limited. The criteria for designation of an area in need of rehabilitation set forth at N.J.S.A. 40A:12A-14(a) are as follows:

- 1) A significant portion of structures therein are in a deteriorated or substandard condition;
- 2) More than half of the housing stock in the delineated area is at least 50 years old;
- 3) There is a pattern of vacancy, abandonment or underutilization of properties in the area;
- 4) There is a persistent arrearage of property tax payments on properties in the area;
- 5) Environmental contamination is discouraging improvements and investment in properties in the area; or
- 6) A majority of the water and sewer infrastructure in the delineated area is at least 50 years old and is in need of repair or substantial maintenance.

#### V. Study Area

Township Committee has requested that the Planning Board consider whether the properties listed below qualify for designation as a non-condemnation redevelopment area. The properties are shown on three maps identified as Redevelopment Study Area Map #1, Map #2, and Map #3.

| Block | Lot | Owner                             | Address      | Existing Use   |
|-------|-----|-----------------------------------|--------------|--|
| 103   | 22  | State of NJ Div of Institutions   | Ward Ave     | Farm Field- not planted in 2022                        |
| 104   | 2   | State of NJ Div of Institutions   | 455 Ward Ave | Soccer Fields- Bordentown Community Soccer Association |
| 104   | 3   | Henry Kehr Trustee                | 457 Ward Ave | Residential Dwelling                                   |
| 104   | 4   | Rachel & John Fryc                | 463 Ward Ave | Residential Dwelling and farm field                    |
| 104   | 5   | Lido Panfili & Constantino Duilio | 465 Ward Ave | Horse Barn and Paddock, Storage of Vehicles            |

|     |                 |                                 |                                  |  |
|-----|-----------------|---------------------------------|----------------------------------|--|
| 105 | 1               | Imre I Karaszy                  | 404 Ward Avenue                  | Farm Field Equipment Storage, and Structures   |
| 105 | 2.01            | State of NJ Div of Institutions | 450 Ward Avenue                  | Correctional Facility, Closed Correctional Facility, Wastewater treatment facility, fields, condemned houses |
| 600 | 16.02           | Township Chesterfield           | 302 Bordentown-Chesterfield Road | Emergency Squad Building   |
| 600 | p/o 14.03<br>15 | Township Chesterfield           | 300 Bordentown-Chesterfield Road | Former municipal building site, DPW facility, parking  |
| 300 | 12              | Chesterfield Board of Education | 18 New Street                    | Former Fire Station  |
| 301 | 10              | Chesterfield Board of Education | New Street                       | Vacant Lot   |

A recommendation by the Planning Board that the study area is in fact in “need of redevelopment” or in “need of rehabilitation” will provide the foundations for a redevelopment or rehabilitation area declaration by the governing body, which will in turn enable the coordinated application of the redevelopment planning tools to the designated properties. Once the area is determined to be an area in need of redevelopment, the governing body, acting as the redevelopment entity, will be empowered to adopt a redevelopment plan to proactively set forth a vision and standards for the area, to utilize financial incentives to effectuate the plan, and to facilitate transformation in the designated area by working with property owners and potential redevelopers.

## V. Applicability of Criteria to Ward Avenue Study Area

The Ward Avenue portion of the study area is shown on Study Area Map # 1. The area is located in the northwestern corner of the Township, west of the New Jersey Turnpike. The character of this area is dominated by the presence of the Garden State Youth Correctional Facility, owned by the State of New Jersey Division of Institutions and operated by the New Jersey Department of Corrections. The land within this study area is primarily within the AG Agricultural zoning district with two lots in the OP Office Park zoning district adjacent to the New Jersey Turnpike overpass. In addition to the 555 acre correctional facility, one 25 acre lot owned by the State Division of Institutions is developed with soccer fields and related improvements, and another 41 acre lot owned by the State Division of Institutions is a farm field that appears not to be planted this year.

The 555 acre property has been the site of two separate prison facilities, but in 2019 it was announced that the main building at the Albert C. Wagner Youth Correctional Facility would close, and inmates would be relocated to the neighboring Garden State Youth Correctional Facility (both are located on lot 2.01 in block 105). Offenders housed in other buildings at the Wagner Facility would remain, but those buildings would be operated as satellite facilities to the Garden State Facility. The stated intent of the closure and consolidation was operational efficiency.<sup>1</sup> Some of the efficiencies would be gained by reducing the number of repairs and the amount of maintenance needed at the Wagner Facility. Being a prison, the facility is secured, and it is not clear where exactly the delineation line is between the active Garden State Youth Correctional Facility and the former Wagner Facility. Vacant buildings can be observed from the driveway off Ward Avenue, but some of the buildings on the eastern part of the site appear to be occupied and one building housing inmates is clearly operational. It is assumed that in time the vacant buildings and unused developed areas of the site will either be demolished or repurposed in order to fully realize the efficiencies. With the determination to save operational costs by ceasing maintenance of some buildings, will come further deterioration of buildings that are not repaired or maintained. If the State has further plans for the property at this time, the plans are unknown to the Township. Chesterfield has observed the changes and aims to ensure that if the State decides to offer land or buildings for adaptive reuse, the stage is set for a smooth transition to uses that are compatible with the area and with the Township's objectives.

Hogback Road forms the western boundary of the study area and forms the municipal boundary with Bordentown Township. Hogback Road is one lane in each direction with no shoulders or sidewalks. Ward Avenue is also one lane in each direction and has a 2 to 3 foot shoulder. The properties in this portion of the redevelopment study area are within Planning Area 4, the rural planning area, on the New Jersey State Plan Policy Map. This portion of the study area borders Bordentown Township to the west and Hamilton Township to the north. The adjacent areas in the neighboring towns are within Planning Area 1, the metropolitan planning area, and Planning Area 2, the suburban planning area. Planning Areas 1 and 2 are "smart growth areas" where

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<sup>1</sup> Shea, Kevin. "New Jersey will merge operations of 2 youth prisons for \$13M in budget savings", NJ.com, October 10, 2019, <https://www.nj.com/burlington/2019/10/nj-will-merge-operations-of-2-youth-prisons-13m-in-budget-savings.html>

development and redevelopment are encouraged. Though the Ward Avenue portion of the study area is within Planning Area 4, the area is dominated by the lands owned by the Department of Corrections and is separated by the New Jersey Turnpike from the broader rural area comprising Burlington County's farm belt. Further, the Correctional Facility contains a wastewater treatment facility that serves the prison as well as the Township's TDR receiving area and the Village of Crosswicks. At the time that the Township's 1997 Master Plan was prepared (which laid the foundations for the Township's TDR program), the three lots owned by the Division of Institutions were identified as "developed". The 1992 State Plan had recommended the northwest corner of the Township (the area west of the Turnpike) as a Planned Regional Center. This changed with the 2001 State Plan, because Chesterfield had designed and adopted a TDR program with the receiving area on the east side of the Turnpike.

There is substantial evidence that the Ward Avenue portion of the study area may be designated as an area in need of redevelopment under criteria "a", "d", and "e".

The dilapidated, obsolete, and unsafe buildings on lots 1 and 2.01 in block 105 point to satisfaction of **Criteria "a"**.

The unused, underused, and obsolete buildings and improvements along with the deleterious use of land for the storage of deteriorating equipment and materials and inoperable vehicles on lots 1 and 2.01 in block 105, lot 5 in block 104, and lot 22 in block 103 point to satisfaction of **Criteria "d"**.

Redevelopment criteria "e" at N.J.S.A. 40A:12A-5 applies to properties where a condition of the title, diverse ownership of the real properties therein, or other similar conditions that impede land assemblage or discourage the undertaking of improvements, may result in a stagnant or unproductive condition of land that is potentially useful and valuable for contributing to and serving the public health safety and welfare. This criterion applies to lot 2.01 in block 105, lot 2 in Block 104, and lot 22 in Block 103 in reverse. Lot 2.01 is 555 acres and contains dozens of buildings and functions all related to the two correctional facilities, but some of the buildings and facilities are now closed down, relocated, or unnecessary for the modern operation. Lots 2 and 22 are across Ward Avenue and also owned by the Division of Institutions. Lot 2 was developed with parking, accessory structures, and cultivated grass for recreation use, but that use is being relocated. There are no plans to restore the land. The condition of these lots impedes disassembly of the land, which makes the undertaking of improvements unrelated to the prison an impossibility, and results in a stagnant and unproductive condition of land that is potentially useful and valuable for contributing to and serving the public health, safety and welfare. **These conditions point to satisfaction of criteria "e"**.

**Criteria "c"** applies to "land that is owned by the municipality, the county, a local housing authority, redevelopment agency or redevelopment entity or unimproved vacant land that has remained so for a period of ten years prior to adoption of the resolution, and that by reason of its location, remoteness, lack of means of access to developed sections or portions of the municipality, or topography, or nature of the soil, is not likely to be developed through the instrumentality of

private capital”. Much of the land in the Ward Avenue portion of the study area is owned by the State of New Jersey. Though other governmental entities are specifically mentioned in criteria “c”, the State is not. If the State were included, then criteria “c” would apply to the study area as well, as the other conditions set forth in criteria “c” are applicable.

Further, the lots within this portion of the study area are dominated by the presence of the underutilized and deteriorating portions of the correctional facility and are separated from the rest of the Township by the New Jersey Turnpike. **Some of the lots within this portion of the study area are not themselves detrimental for the public health, safety, and welfare, but the inclusion of the identified lots is necessary for the effective planning and redevelopment of the area of which they are a part.**

Below the existing conditions on each of the lots are reviewed in detail.

A. Block 103 Lot, Lot 22

Address: Ward Avenue

Owner: State of New Jersey Division of Institutions

Area: 40.99 acres

This lot is on the south side of Ward Avenue on the west side of Shanahan Lane within the AG Agriculture zoning district and is owned by the State of New Jersey Division of Institutions. Since the lot is in common ownership with the prison, land use studies have considered it as “developed”. The field has been mowed, but it does not appear that it has been planted with a crop this year. There may be some wetlands on the northwestern portion of the site, but there are significant developable areas on the east side of the site. Tax records indicate that the land value is \$459,100, but the property class code is 15C.



*Photo 1: Block 103 Lot 22*



B. Block 104 Lot 2

Address: 455 Ward Avenue

Owner: State of New Jersey Division of Institutions

Area: 25 acres

This lot is located on the south side of Ward Avenue and on the east side of Shanahan Lane. For many years the Bordentown Community Soccer Association utilized the site under a long-term lease with the State Division of Institutions. The site is developed with ten soccer fields, gravel parking, a clubhouse, portable lights, and portable restrooms. Bordentown Township is in the process of developing a new soccer complex at Joseph Lawrence Park to the west of Hogback Road. Bordentown Township has indicated its intent to relocate all soccer fields within the boundaries of Bordentown Township, at which time lot 2 will be vacated. The site contains stone parking areas that will remain when the soccer use is vacated. It is likely that the fields have been treated with pesticides and fertilizers that will remain in the soil unless remediated.



*Photo 2: Block 104 Lot 2*



*Photo 3: Block 104 Lot 2*

C. Block 104 Lot 3

Address: 457 Ward Avenue

Owner: Henry Kehr Trustee

Area: .9 acre

This lot contains a single family dwelling together with a detached garage and an inground pool. The lot is undersized for the AG zone, but according to tax records the house was built in 1900. Land to the west is the soon to be vacated soccer complex, owned by the NJ Division of Institutions. Land to the north across Ward Avenue is the correctional facility. Land to the south and east is a farm field. The improvements on this lot do not independently satisfy the criteria for designation as an area in need of redevelopment, but the lot is less than one acre in an area dominated by correctional facilities and associated lands. This lot falls under the Redevelopment Law Section 3 definition "A redevelopment area may include lands, buildings, or improvements which themselves are not detrimental to the public health, safety, and welfare, but the inclusion of which is found necessary, with or without change in their condition, for the effective redevelopment of the area of which they are a part".



*Photo 4: Block 104 Lot 3*

D. Block 104 Lot 4

Address: 463 Ward Avenue

Owner: Rachel & John Fryc

Area: 15.068 acres

This lot includes a single family home and a farm field. According to tax records the house was built in 1862. A 13 acre portion of the lot is farm assessed. Aerial photos (Google Earth) indicate that there is a second structure to the south of the principal structure. It is unclear whether it is a second dwelling or an accessory structure. The property is within the OP Office zoning district, and the rear of the property abuts the New Jersey Turnpike. The OP zoning district was in place for lots in Chesterfield along the New Jersey Turnpike Corridor prior to the adoption of the 1997 Master Plan. Since that time the amount of land in the OP district has been reduced (some of the area was returned to the AG district), but the zoning has remained in place for lot 4 and lot 5 in block 104. Despite the properties having been zoned for Office Park use for decades, the properties have not been developed for commercial uses. This lot may be included in the redevelopment area under Local Redevelopment and Housing Law Section 3; which permits inclusion of parcels that do not themselves meet the criteria when the properties are essential for the effective redevelopment of the area as a whole. Specifically, "A redevelopment area may include lands, buildings, or improvements which themselves are not detrimental to the public health, safety, and welfare, but the inclusion of which is found necessary, with or without change in their condition, for the effective redevelopment of the area of which they are a part".





*Photo 5: Block 104 Lot 4*

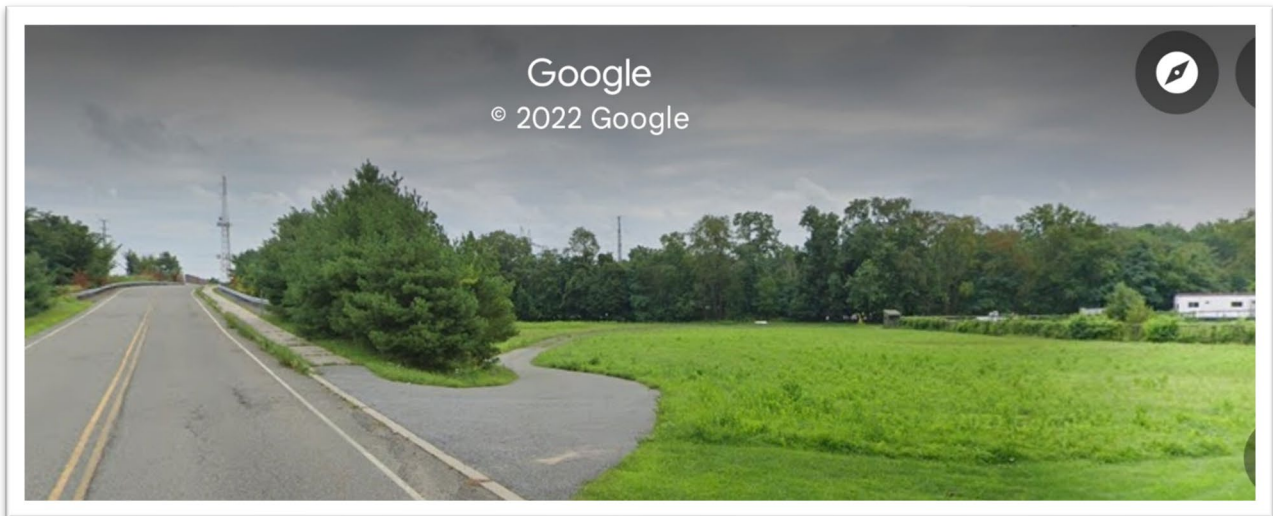
E. Block 104 Lot 5

Address: 465 Ward Avenue

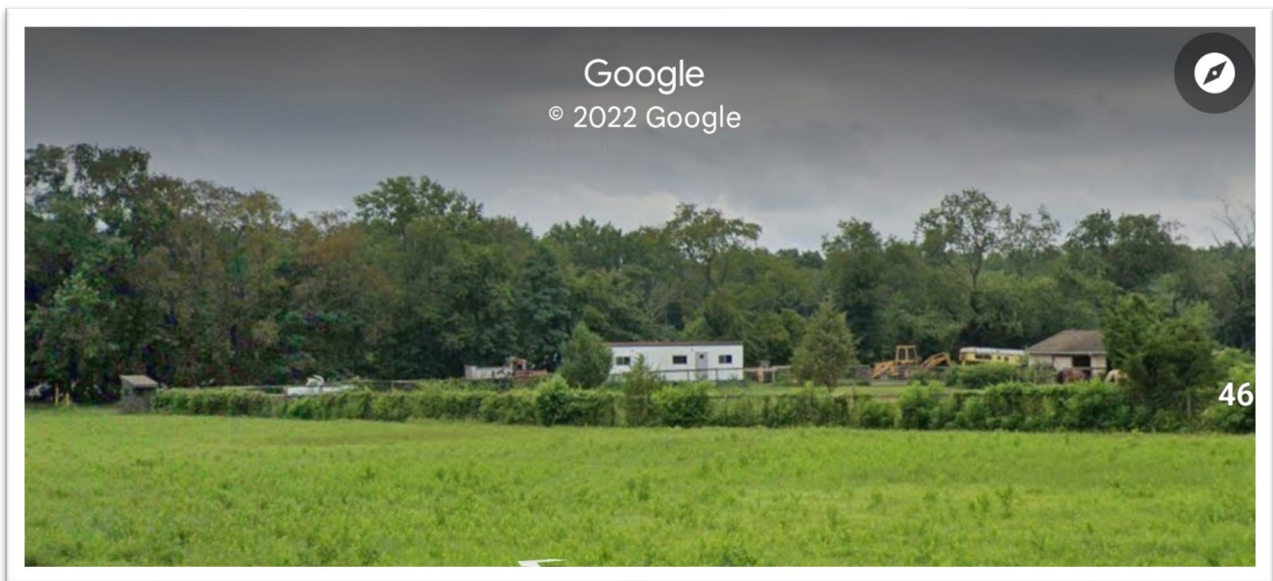
Owner: Lido Panfili and Constantino Duilio

Area: 4.91 acre

This triangular shaped lot is adjacent to the New Jersey Turnpike. As a result of the grading that enabled Ward Avenue to pass over the Turnpike, the lot is lower than the adjacent Ward Avenue roadway. The site is within the OP office professional zoning district and accessible by a paved driveway off of Ward Avenue. The site is developed with a horse barn and horse paddock and there appear to be some trailers, trucks, and construction equipment on the site. The site is currently assessed as property class 2 (residential), but the improvement value is only 8% of the land value. Photo 6 below is looking east from Ward Avenue, with the lot and driveway to the right. Photo 7 is looking into the property from Ward Avenue. Both photos are images from Google Maps captured in 2021. Site visits in August 2022 have confirmed that conditions are essentially unchanged. Though the site has been within the OP zoning district for decades, no development has occurred. The location and configuration of the site present some challenges, yet the site is well positioned for redevelopment that would clean up the deleterious conditions on the site and retain a low profile as a result of the adjacent highway. This site may be included in the designated redevelopment area based on criteria “d” and “e” as well as section 3.



*Photo 6: Block 104 Lot 5*



*Photo 7: Block 104 Lot 5*

F. Block 105 Lot 1

Address: 404 Ward Avenue

Owner: Imre I. Karaszy

Area: 22.42 acres

This lot is located at the northeast corner of Ward Avenue and Hogback Road. The property to the west across Hogback Road is in Bordentown Township and is developed with Bordentown Regional High School. The property to the north and east is developed with the correctional facility owned by the State of New Jersey Division of Institutions. The site is within the Agricultural Zoning District and according to online tax records is classified as qualified



farmland with improvements on a portion of the lot. The house, shown in photo 9 below in a 2021 Google street view photo, was demolished in early 2022 after it was deemed an unsafe structure. The improvements on the lot are currently assessed at \$23,200. Aerial photos show that there has been a large amount of equipment, machinery, debris stored at the site over the last twenty years. At this time, the vegetation makes it difficult to ascertain whether some of it has been cleaned up, but there are visible unmaintained improvements within the wooded area along Ward Avenue, including abandoned vehicles, trailers, and other materials. The farm field is planted with soybeans. The unsafe principal structure was recently removed, but there are remaining conditions on the site that demonstrate that it is in need of clean up. The number of materials on the site make in unlikely that it will be cleaned up or redeveloped through private initiative alone. There may be environmental concerns at the site, considering that vehicles and equipment have been haphazardly stored on the site for decades. This site may be included in the designated redevelopment area based on manifestations of the “a”, “d” and “e” criteria.



*Photo 8: Block 105 Lot 1*



*Photo 9: Block 105 Lot 1*

G. Block 105 Lot 2.01

Address: 450 Ward Avenue

Owner: State of New Jersey Division of Institutions

Area: 555.15 acres

This lot is developed with the Garden State Youth Correctional Facility and the former Albert C. Wagner Youth Correctional Facility. The site is 555 acres along the north side of Ward Avenue and the east side of Hogback Road. The site is within the Agricultural zoning district. The northern boundary of the site is also the county and municipal border and follows the path of Crosswicks Creek. There areas along the creek are generally wooded, with some successional woods. There are also open farm fields on the property around the developed facilities. The Albert C Wagner facility was first opened in the 1930s and grew over time. The Garden State Youth Correctional Facility opened in the late 1960s. The facilities include dozens of buildings, parking areas, two elevated water tanks, a wastewater treatment facility, houses, recreational areas, and farm fields. At their peak, the two facilities combined housed approximately 2,500 young adult inmates, but the prison population declined in recent decades. As outlined in the introductory paragraph above, the two facilities coexisted on the same lot for over 50 years and were recently consolidated under the Garden State Youth Correctional Facility umbrella.

As the Department of Corrections' needs have changed, and as approaches to corrections and rehabilitation of offenders have evolved, the facilities at the prisons have also changed and evolved. To be run efficiently prisons require spatial organization that supports the intended functions of the prison and promotes security. The operational efficiencies gained from the consolidation has resulted in the discontinued use of some of the older buildings and areas that were formerly integral to the Wagner facility. In the private real estate market, vacant, unused,

and deteriorating buildings might be identified by investors as an opportunity for a new user to renovate or redevelop unused space. The real estate market does not work in the same way when land is publicly owned. It appears that the potential for buildings on this site to be repurposed is further complicated by the fact that the site is a prison. While the full extent of the conditions warranting a non-condemnation redevelopment area designation are unknown to the Township, it is known that there are substandard and unsafe structures on the property (those buildings with the red placards in the windows), that the use of some buildings has been discontinued, and that the deterioration of unused and unmaintained buildings and improvements continues.

It is not the intent of this study to assume or indicate that the entirety of Lot 2.01 is in need of redevelopment. Parts of the site are fully operational 24 hours a day, are continually maintained, and are serving a critical public purpose. The conclusion of this study is that parts of the property and particular buildings may be vacant, unused or underused, and are currently unmaintained. The redevelopment area designation is recommended for areas of the site that are not necessary for the effective operation of the Garden State Youth Correctional Facility and that the State may determine would be put to best use in the private sector. If a determination is made to divide and sell any portion of the properties owned by the Division of Institutions, then Chesterfield Township would like to be a part of planning for the future use of the sites.

Along the eastern portion of the Ward Avenue frontage there are five abandoned single family dwelling units. The units are not occupied, appear to be deteriorating, and have red "X" placards in their front windows. Since the lot is state property, the local building officials do not have jurisdiction over the property. It appears that the unsafe structure determinations may have been made internally by the Division of Institutions. There may be other residential dwellings on the property in areas that are not visible to the public, but for the purpose of this study the focus is on the facilities that can be reasonably evaluated.

The wastewater treatment facility serving both the prison, the Township's TDR receiving area, and the Village of Crosswicks is on the prison property in the area north of (behind) the Wagner Facility. Given the size of the property, it is conceivable that the lot could be divided in a way that would maintain the integrity and security of the Garden State Youth Correctional Facility including adequate buffers; while enabling alternative uses on the southern and eastern portions of the property.





*Photo 10: Block 105 Lot 2.01*



*Photo 11: Block 105 Lot 2.01*





Photo 12: Block 105 Lot 2.01



Photo 13: Block 105 Lot 2.01- Wagner



*Photo 14: Block 105 Lot 2.01*



*Photo 15: Block 105 Lot 2.01*





*Photo 16: Block 105 Lot 2.01*

## VI. Applicability of Criteria to Former Municipal Building Study Area

The portion of the study area containing former municipal facilities is shown on Study Area Map # 2. The area is in the central portion of the Township in the Village of Chesterfield. The character of this area is that of a traditional crossroads village. The land within this study area is within the C Commercial, V Village and AG Agricultural zoning districts and has frontage on Bordentown-Chesterfield Road and Newbold Lane. The area includes lot 15; which was the location of the former municipal building and currently contains a portion of the public works facility, lot 16.02; which contains the Emergency Squad Building, and a portion of lot 14.03; which contains the remainder of the DPW facility and the Township recycling facility. The portion of lot 14.03 not part of this study contains recreation amenities and is on the Township's Recreation and Open Space Inventory (ROSI).

Other uses in block 600, outside of the study area and adjacent to the intersection include the Chesterfield General Store and residential dwellings. The new municipal building located across Bordentown Chesterfield Road to the northwest, was completed in 2017 and now houses all municipal offices including the police department. The village area overall includes a mix of residences, small scale retail and service uses, a bank, churches, and public uses. The redevelopment area designation is intended to create and highlight opportunities for contextually appropriate infill uses that will contribute to the character and vitality of the area. Including these lots in the designated redevelopment area will enable subdivision and/or consolidation of lots to form an area for planned and coordinated development in support of the Township's vision for the Chesterfield Village area. The 2017 Master Plan Reexamination Report considered that the former municipal building may not be needed for a public use and that rezoning of the site for commercial use may be appropriate.

The study area lots within Chesterfield Village are within a designated center within the rural planning area (PA-4) on the State Plan Policy Map. In the rural planning area, the State Plan's intent is to accommodate growth in centers. In historic hamlets such as Chesterfield the State Plan aims to protect the character of the existing stable community while encouraging private investment that will strengthen economic capacity and promote a stronger rural economy. Center based planning promotes growth in compact forms and encourages the ability to accommodate change while maintaining and creating a physical framework that responds to market forces and makes the community unique. The Chesterfield Hamlet serves as a center of civic life in the community. It is a mixed-use, human scaled crossroads area with defined boundaries and historic character. Chesterfield can capitalize on these assets to optimize the use of land in the center and attract small scale commercial uses that will enhance the area while enabling the Township to locate public services in areas better suited to them. Criteria "h", also referred to as the "smart growth criteria", is satisfied within the Chesterfield Hamlet portion of the study area.

The municipal lots within the study area contain obsolete buildings and site improvements. The lots are owned by the municipality and are not adequately serving the needs of the Township. It is recommended that the lots be designated as an area in need of redevelopment to set the stage for new uses on these lots and to enable the Township to relocate the public services to locations better suited to their needs. **Together the lots satisfy the "a", "c", "d", "e", and "h" criteria.**

A. Block 600 Lot 16.02

Address: 302 Bordentown Chesterfield Road

Owner: Chesterfield Township

Area: 1.16 acre

Block 16.02 contains the emergency squad building and parking area, which is interconnected with adjacent lot 15. The building contains a 3 bay garage along with office and meeting space. Chesterfield has a service contract with the Mansfield Township Ambulance Corps that enables ambulances to be stored in the garages. The remainder of the building is underused. The garage is centrally located in the service area and could be moved to another comparable location.



*Photo 17: Block 600 Lot16.02*



*Photo 18: Block 600 Lot 16.02*

- B. Block 600 Lot 15 and part of lot 14.03  
 Address: 300 Bordentown Chesterfield Road  
 Owner: Chesterfield Township  
 Area: Lot 15- 1.63 acre  
 Portion of lot 14.03-

The former municipal building on lot 15 was constructed in 1914 and was initially used as a school and became the town hall when the school moved to another location. When the new municipal facility opened in 2017, the former municipal building was vacated. The photo below shows the building in 2020. The Township determined that the building contained dangerous levels of mold and that the masonry was deteriorating quickly because of high ground water and poor drainage around the building that could not be resolved. The building was demolished by the Township in 2021.

The headquarters for the Township's Department of Public Works is located on lot 15 and a portion of lot 14.03. The site includes a masonry and pole frame building that has offices for the DPW director and staff, internal storage for de-icing materials, and garages for equipment and vehicles. Outside of the building is the Township's recycling facility, gasoline filling station, and materials storage. The facility is not meeting the Township's needs in an effective and efficient manner. As the Township has grown, the need and demand for the services provided by the DPW has also grown. The facility is constrained at its current location and cannot be expanded as needed. The DPW building has ceilings that are too low to accommodate the DPW's equipment and vehicles, the depth of the service and parking bays and the floor grade restrict the type of equipment that can be stored and worked on, and there are site distance issues on the site that may create safety hazards. Further the internal storage is inadequate for de-icing materials, which inhibits the department from being fully prepared for winter weather. The operational needs of the Department of Public Works would be best met at a facility designed for its current and projected future needs.



*Photo 19: Block 600 Lot 15 in 2020*





*Photo 20: Block 600 Lot 15 in 2020*



*Photo 21: Block 600 Lot 15 and p/o 14.03*





*Photo 22: Block 600 Lot 15 and p/o 14.03*



*Photo 23: Block 600 Lot 15 and p/o 14.03*



*Photo 24: Block 600 Lot 15 and p/o 14.03*

## VI. Applicability of Criteria to New Street Study Area

The New Street portion of the study area is within the Village zoning district and includes two lots in Crosswicks Village, one on the south side of New Street containing the now vacant fire station and one vacant lot on the north side of New Street that is in common ownership with the firehouse lot. A sign on the building indicates that the Union Fire Company was established in 1822, but according to tax records the building itself was constructed in 1909. The local fire districts were consolidated in 2019 in order to achieve operational efficiencies and to aggregate the volunteer base. At that time equipment and operations were moved out of the building at 18 New Street. The property has been vacant since that time. There was a reverter clause in the deed that required the property to be returned to the Board of Education if it were no longer used as a fire house, so in 2021 the property was deeded back to the Chesterfield Board of Education. The building has outdated HVAC systems and lacks ADA accessibility but appears to be a sturdy traditional building that may be able to be retrofitted and adaptively reused.

The two lots within the study area were formerly owned by the Union Fire Company and are now vacant and owned by the local Board of Education. They are not currently fulfilling any public safety or educational purpose nor are they serving the general welfare. These properties, previously used for an important public purpose now present an opportunity to a new use to support the vitality of Crosswicks Village and the Township overall. It is recommended that the lots be designated as an area in need of redevelopment to set the stage for consideration of new uses on these lots.

These lots are within a designated center (Crosswicks Village) within the rural planning area (PA-4) on the State Plan Policy Map. In the rural planning area, the State Plan's intent is to accommodate growth in centers. In historic villages such as Crosswicks the State Plan aims to protect the character of the existing stable community while encouraging private investment that will strengthen economic capacity and promote a stronger rural economy. Center based planning promotes growth in compact forms, and encourages the ability to accommodate change while



maintaining and creating a physical framework that responds to market forces and makes the community unique. Crosswicks Village serves as a mixed-use, human scaled center with defined boundaries and historic character. Chesterfield can capitalize on these assets to attract small scale commercial uses that prefer the village character over indistinct shopping center development in highway commercial areas outside of the Village. Criteria “h”, also referred to as the “smart growth criteria”, is satisfied within the Crosswicks portion of the study area.

**Together the lots satisfy the “a”, “c”, “e”, and “h” criteria.**

**A. Block 300 Lot 12**

Address: 18 New Street

Owner: Chesterfield Board of Education

Area: 26,000 square feet

This lot contains a two-story fire house that includes a two bay garage as well as a parking area and a standalone garage building that once housed an antique fire apparatus. According to tax records the building was constructed in 1909. The windows on the building are boarded up and the building and improvements including the freestanding sign and parking area exhibit signs of wear, but the exterior of the building appears to be in stable condition.



*Photo 25: Block 300 Lot 12*



*Photo 26: Block 300 Lot 12*



*Photo 27: Block 300 Lot 12*





*Photo 28: Block 300 Lot 12*

B. Block 301 Lot 10

Address: New Street

Owner: Chesterfield Board of Education

Area: 1.82 acre

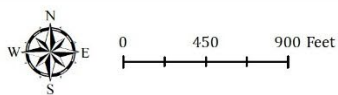
This vacant lot is included in the study area because it is in common ownership with the vacant firehouse lot and is associated with that lot. New Street is a narrow village street without curbs or sidewalks, and the vacant lot is directly across New Street from the firehouse. The fire house lot is just over half an acre in area, and the vacant lot is 1.82 acre. However, the back (north side) of the lot slopes substantially downward, so only a about one third of the lot along New Street appears to have realistic development potential. The slope begins just beyond the tree line.



*Photo 29: Block 301 Lot 10*

Overall, there is substantial evidence to support a recommendation that the study area qualifies as a non-condemnation area in need of redevelopment under the criteria set forth in the Local Redevelopment and Housing Law.



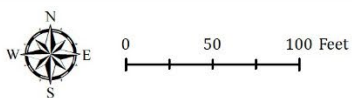


Source: NJOGIS, NJGIN, NJDEP, NJDOT

# Chesterfield Township Redevelopment Study Area Map #1

August 2022



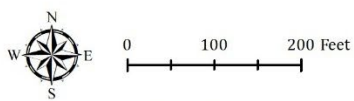
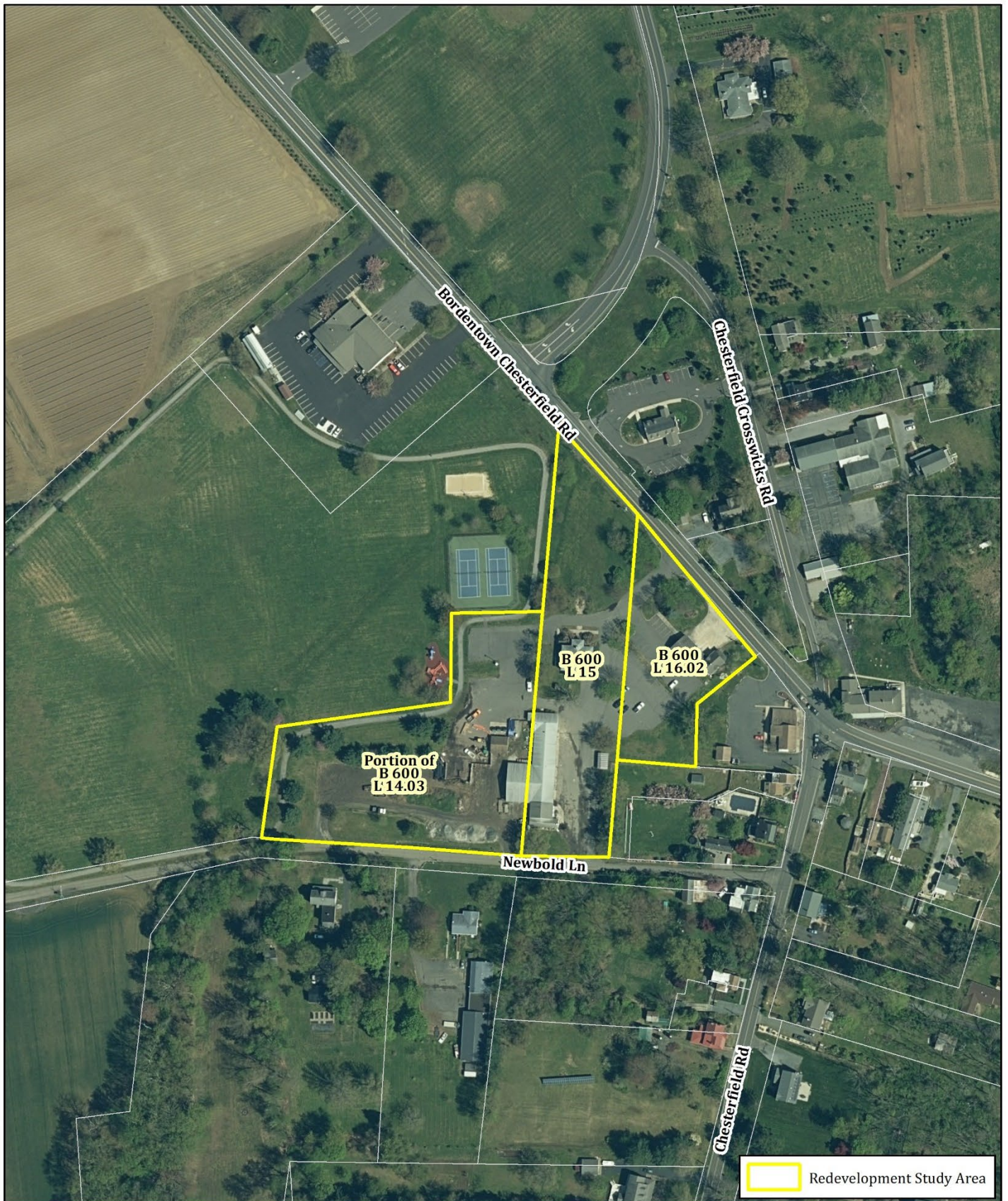


Source: NJOGIS, NJGIN, NJDEP, NJDOT

## Chesterfield Township Redevelopment Study Area Map #2

August 2022





Source: NJGIS, NJGIN, NJDEP, NJDOT

## Chesterfield Township Redevelopment Study Area Map #3

August 2022